

## 4. LAND USE ELEMENT

### Introduction

#### ***Purpose***

The purpose of this element is to provide a broad, general direction for land use policy in Lewis County in accordance with Section 36.70A.070 of the Growth Management Act (GMA). It represents the county's policy plan for growth over the next twenty years. The land use element implements many of the goals and objectives in the other plan elements through suggested land use designations and other action recommendations.

The land use element supports the GMA goals. It is based on a vision of Lewis County that concentrates growth in urban areas and rural areas of more intense development, but recognizes the need for economic diversity in the county. Natural resource industries are encouraged, as are protections to private property rights.

The Land Use Element specifically considers the general distribution and location of land uses, the appropriate intensity and density of land uses given development trends; provides policy guidance for commercial and industrial land uses; addresses pre-existing, non-conforming uses; and, establishes land division policies for creating new lots in unincorporated Lewis County. Based on the policy framework in the Plan, the County's development regulations and permitting processes are used to direct growth in order to insure consistency with the provisions of this element.

#### ***Growth Management Act Mandate***

The development of this chapter was guided in particular by the following GMA Planning Goals:

- *Encourage urban development in urban areas where adequate public facilities and services exist or can be provided in an efficient manner*
- *Reduce the inappropriate conversion of undeveloped land into sprawling, low-density development*
- *Private property shall not be taken for public use without just compensation having been made; the property rights of landowners shall be protected from arbitrary and discriminatory actions*
- *Encourage the retention of open space and development of recreational opportunities, conserve fish and wildlife habitat, increase access to natural resource lands and water, and develop parks*
- *Applications for both state and local government permits should be processed in a timely and fair manner to ensure predictability*
- *Identify and encourage the preservation of lands, sites, and structures, that have historical or archeological significance*

- *Encourage the involvement of citizens in the planning process and ensure coordination between communities and jurisdictions to reconcile conflicts*
- *Encourage the availability of affordable housing to all economic segments of the population of this state, promote a variety of residential densities and housing types, and encourage preservation of existing housing stock.*
- *Encourage economic development throughout the state that is consistent with adopted comprehensive plans, promote economic opportunity for all citizens of this state, especially for unemployed and for disadvantaged persons, and encourage growth in areas experiencing insufficient economic growth, all within the capacities of the state's natural resources, public services, and public facilities, and*
- *Maintain and enhance natural resource-based industries, including productive timber, agricultural, and fisheries industries. Encourage the conservation of productive forestlands and productive agricultural lands, and discourage incompatible uses.*

These Goals, taken in the context of the totality of the thirteen GMA Planning Goals, led to the Countywide Planning Policies (CWPP) that provide specific guidance to the analysis and policies developed in this chapter. The CWPP specific to urban areas, rural areas, and resource lands are included in each of the sub elements.

Lewis County has also opted to include a Rural Element within the Land Use Chapter. This element includes an identification of major issues pertaining to rural development, the projected dispersal of rural population growth, and rural development goals and guidelines.

## **Existing Conditions**

### ***General Context***

Lewis County, located in the southwest part of Washington State, touches eight other Washington counties. Grays Harbor, Thurston, and Pierce Counties to the north; Yakima County to the east; and Skamania, Cowlitz, and Wahkiakum Counties to the south; and Pacific County to the west. The boundaries are purely political creations except for that portion of the northern boundary that briefly parallels the Nisqually River, and all of the eastern boundary which tracks along the crest of the Cascade Mountains.

Lewis is the largest county in western Washington; it covers 2,452 square miles and measures about 90 miles (east to west) by 25 miles (north to south). The topography varies widely, from the broad, relatively flat and low-lying western section of the county to the Cascade Mountains to the east. Roughly three-fourths of the county is rugged, mountainous and forested. The remainder is characterized by low rolling hills interspersed with rivers and tributaries including the Cowlitz, Chehalis, and Newaukum systems. The major population centers of Chehalis and Centralia, are located on the flood plains of the Chehalis River and its tributaries, including the Skookumchuck and Newaukum rivers.

The county contains portions of the Snoqualmie and Gifford Pinchot National Forests and Mt. Rainier National Park. Approximately one-third of Lewis County is designated as national forest. The mountainous eastern portion of the county tends to protect the western areas from icy temperatures; the Pacific Ocean to the west also serves as a moderating influence on the weather. Consequently, the climate of the more heavily populated areas is generally moderate with warm dry summers, long rainy winters, and few extremes.

### ***Existing Land Use***

Over three-quarters of the land in Lewis County is committed to federal, state, and private resource land uses. This includes 38% in federal and state ownership, primarily for timber and recreational uses. Another 37%, which is privately owned resource lands, is primarily large tracts of property devoted to mineral, agricultural and forestry uses. Only 1% of the land lies within urban areas, with much of that committed to right-of-ways and public uses, or constrained by critical areas. An additional 1% of the land is classified as a "Rural Area of More Intense Development" (LAMIRDS), which includes small towns in unincorporated areas, crossroads, and commercial and subdivision enclaves. Additional designations, such as Master Planned Resorts, are urban designations within rural area. 23% of the land is considered remote rural, much of which is characterized by steep slopes, wetlands and hydric soils. As a result, it is important to note that over 98% of Lewis County is open space or remote rural areas and less than 2% is available for urban or more intense rural development.

# URBAN GROWTH AREAS SUB-ELEMENT

## Introduction

Lewis County's Urban Growth Area (UGA) is characterized by intensive residential, commercial, institutional, and industrial uses supported by transportation and other forms of infrastructure. This level of development within the UGA is intended to relieve pressure for rural sprawl and protect appropriately scaled rural development, natural resource lands, and critical areas. Urban growth typically requires an urban level of governmental services, and it can be characterized either as the land where urban growth is located or as land which is appropriate for future growth based on its relationship to existing urban growth.

## Purpose

The main purpose of the Urban Areas Sub-Element is to provide a body of policy which can guide urban growth development standards and keep rural area development patterns and intensities distinct from urban growth and development patterns. This sub-element defines urban growth area designations in Lewis County which includes the incorporated cities and their associated UGA boundaries, fully contained communities, and non-municipal UGAs. Development within these designations shall be guided by components contained in this sub-element: intent statements, goals, objectives, and policies. The objective of this sub-element is to:

- Emphasize infill development within designated urban areas
- Define the urban growth area boundary
- Provide for specific areas outside of designated UGAs where urban character development is acceptable
- Achieve additional land use planning through the designation of lands for industrial development and fully contained communities.
- Facilitate the specific planned developments outside designated urban growth areas as identified in the proposed plan.
- Execute inter-local agreements between Lewis County and each of the incorporated cities and towns.
- Enable the potential for future UGA designations by identifying Urban Reserve Areas where land can be protected from rural development that would compromise the potential of such areas.

## Urban Reserve Areas

The county may designate Urban Reserve Areas in order to preserve opportunities for an orderly and efficient transition from rural to urban land uses when a subarea planning process identifies potential locations for future urban development, but when the provision of necessary urban services has yet to be planned. Urban Reserve Areas will continue be regulated for rural development with the exception

that subdivisions will be limited to large lot segregations in order to preserve the future urban development potential.

## Urban Growth Areas Designations

Three types of Urban Growth designations are possible in Lewis County:

- Cities
- Fully Contained Communities
  - Birchfield
- Non-Municipal UGAs
  - Major Industrial Developments
  - Economic Development UGAs

### ***Cities***

The majority of Lewis County's Urban Growth Area is planned for eventual control by the incorporated town and cities. Each municipality plans for its community's needs over the next 20 years based on the Lewis Countywide Planning Policies. Each of the nine incorporated cities and towns in Lewis County (Centralia, Chehalis, Morton, Mossyrock, Napavine, Pe Ell, Toledo, Vader and Winlock) has adopted its own comprehensive plan and future land use map. These municipalities can be generally characterized as small towns to medium-sized cities. The comprehensive plans for these jurisdictions address projections for population growth and associated residential, economic development, public facilities, and infrastructure needs to support their vision of the future.

### ***Fully Contained Communities***

Lewis County has preliminarily designated one fully contained community, Birchfield, as a planned community UGA pursuant to RCW 36.70A.350. Proposed planned communities are required to complete full master plans within five years of initial approval. Adopted development regulations shall provide for an appropriate master planning process to address development criteria including adequate public facilities, infrastructure, buffers and environmental protection.

#### **Birchfield Fully Contained Community**

The Birchfield Fully Contained Community<sup>1</sup> (FCC) is located on a 1,200-acre site northwest of the town of Onalaska. The Birchfield FCC is within the service area boundaries of Lewis County Water/Sewer District #5 and is served by the Birchfield Water System. The master plan includes:

- single family residences
- multi-family housing
- manufactured home community
- neighborhood convenience commercial activities

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<sup>1</sup> See Appendix for Figure 4.12, entitled "Birchfield Master Planned Community."

- business park
- bed & breakfast operation
- winery/vineyard
- golf course with club house and restaurant
- open space/parks areas

### ***Non-Municipal UGAs***

“Free-standing” UGAs are established to address urban growth demands associated with specific provisions of the Growth Management Act.

### **Major Industrial Developments**

Lewis County has designated two Major Industrial Development areas that are not associated with the UGAs of the incorporated cities and towns, Cardinal Float Glass Facility and the Industrial Park at Transalta. Development regulations shall provide an appropriate master planning process to address development criteria, preservation of large industrial sites, adequate public facilities (including sewer, water, and transportation), and adequate buffers and environmental protection.

The Major Industrial Development areas require significant up-front planning to address an entire site. As an alternative, property owners may use the provisions of RCW 36.70A.365 to locate a new industrial development consistent with those standards within such proposed Major Industrial Development area. The major industrial facility siting may be more appropriate to the size, scale and pace of anticipated industrial development for those areas.

In addition to industrial development pursuant to RCW 36.70A.365 and RCW 36.70A.367, Lewis County may designate a master planned location for major industrial activity subject to the provisions of RCW 36.70A.368.

### **Economic Development UGAs (EDUGA)**

The county may adopt economic development urban growth areas. These areas would be designated as a result of subarea planning processes in which community involvement has been conducted as directed by the implementation section of this Comprehensive Plan. Development within the EDUGAs would include a broad range of industrial, retail/commercial, and regional tourist-oriented uses. Large-scale sector planned developments would be encouraged to create well-designed complexes, buffer surrounding rural and resource lands, and ensure concurrent phasing of urban infrastructure improvements. Certain existing Local Areas of More Intensive Rural Development (LAMIRDs) that have urban sanitary sewer and water services may be considered for designation as EDUGAs through the subarea planning process. Existing uses including residential uses would be incorporated into the plan.

## Urban Growth Areas Goals, Objectives and Policies

<b>LU GOAL</b>	Encourage development in urban areas where adequate public facilities and services exist or can be provided in an efficient manner.
<b>LU GOAL</b>	Urban Growth is focused, compact, built at urban densities, and situated: <ol style="list-style-type: none"><li>1) As a first priority, within currently designated urban growth areas,</li><li>2) As a subsequent priority, in areas adjacent to currently designated urban growth areas</li><li>3) As a subsequent priority, in other areas as appropriate through subarea planning and analysis, such as out of floodways, critical areas, and habitat, agricultural, and resource areas.</li></ol>
<b>Objective LU 1</b>	<i>Define the areas currently characterized as urban or appropriate for urban growth.</i>
<b>Policy LU 1.1</b>	Sufficient area should be included in the urban growth areas to accommodate the County's adopted 20-year population forecast to allow for market choice and location preferences, and to provide economic development opportunities
<b>Policy LU 1.2</b>	Areas designated for urban growth including commercial, industrial, and residential uses and associated public facilities should be sized to support urban residential densities or non-residential intensities, and should match the capability of the affected community to provide urban level governmental services.
<b>Policy LU 1.3</b>	Allowance should be made for greenbelt and open space areas, fish and wildlife habitat, migration routes, floodways, corridors associated with flooding rivers and related streams, and other environmentally sensitive areas when determining land requirements for urban growth areas.
<b>Objective LU 2</b>	<i>Focus more intense development in Urban Growth Areas.</i>
<b>Policy LU 2.1</b>	Intensive development should be located where adequate public services and facilities are present, or can be provided concurrently.

**Policy LU 2.2**

Development should be located within areas that are already characterized by urban growth:

- that have existing public facilities and service capacities to serve such development; or
- that are not presently served by existing public facilities or services but for which facilities and services will be provided by either public and/or private investment or initiative.

**Policy LU 2.3**

Infill development and higher density zoning should be encouraged where services have already been provided and sufficient capacity exists before there is expansion of existing urban growth areas.

**Policy LU 2.4**

Non-municipal economic development UGAs will be established through a subarea planning process in which:

- The subarea plan has identified locations suited to major industrial, mixed use retail/commercial, or regional tourist-oriented uses due to proximity to transportation or resource assets, parcel sizes, and land suitability for intensive development.
- A programmatic environmental review of the subarea plan has been completed.
- An economic/market analysis has concluded that the 20-year supply of developable urban land in the county is inadequate to meet future demand.
- The review and approval of specific economic development sector plan proposals ensures that urban growth will not occur in adjacent rural and resource lands; development is consistent with the county's critical area regulations; environmental impacts are avoided or mitigated; infrastructure requirements are identified and provided concurrent with development. Such infrastructure, however, may be phased with development and provision for addressing environmental protection is made.
- Preservation of critical areas and resource lands has been assured through conservation measures tailored to the nature and extent of the project.

**LU GOAL**

**Designate Urban Reserve Areas overlays (URAs) at certain specified locations identified in a subarea plan in order to avoid premature land segregation and development of uses which are potentially incompatible with, or preclude later urban development, and to preserve opportunities for the future siting of larger industrial, mixed use retail/commercial, or tourist-oriented uses or concentrations of uses.**



**Objective LU 3a**

*Identify areas for future urban growth through the subarea planning process.*

**Policy LU 3.1**

The URA overlay is intended to be applied and implemented through later development, only in those cases where ensuing development can provide employment opportunities offering higher wages than prevail in the community in an environmentally sensitive manner, and in cases where current market conditions and/or infrastructure and service provisions do not warrant initial designation or development of such uses.

**Policy LU 3.2**

The Urban Reserve Area overlay should be applied at sites well served by existing or planned transportation systems, or adjacent to uses that promote economic development.

**Policy LU 3.3**

Lands within designated URA overlays may carry Rural or Resource designations and shall be subject to minimum lot size requirements that will not preclude more intensive future urban development.

**Policy LU 3.4**

Prior to being developed for economic development, URA lands shall be included within **designated Urban Growth Areas**. Designation or expansion of UGA's to include URA lands may be initiated by cities or Lewis County. Such applications should have the support of the city impacted by the proposed UGA expansion and shall be adopted according to the provisions of the Lewis County Comprehensive Plan.

**Policy LU 3.5**

Lewis County shall support expansions of designated UGAs to include URA lands only if the following circumstances exist to ensure that economic development as intended can and will occur:

- Infrastructure including, but not limited to urban roads, public water, and public sewer are available to serve the URA proposed for inclusion in the UGA, or will be made available concurrent to development of the area;
- Infrastructure requirements and costs are such that the URA proposed for inclusion in the UGA can be supported for the uses envisioned;
- Requirements and standards necessary to implement the development goals of the subarea plan are established;
- Lands with the Urban Reserve Overlay which also have designated Priority Habitat areas shall include provisions for avoidance or mitigation of impacts on wildlife habitats.

**Policy LU 3.6**

As an overlay, the geographic location and extent of URAs may be designated based on appropriate analysis through the subarea planning process.

**LU GOAL**

**Ensure that urban growth is coordinated to make land development and related public infrastructure investment concurrent.**

**Objective LU 4**

*The county should cooperate with the cities to maintain coordinated e minimum urban development design standards.*

**Policy LU 4.1**

Establish inter-local agreements between the County and cities for better coordination of land use planning and development using common development standards, coordinated development permit management, urban service boundary areas and service area amendment processes.

**Policy LU 4.2**

Require that utility, capital facility, and transportation levels of service standards are appropriate to service new growth before development is approved.

**Objective LU 5**

*Strengthen existing urban centers.*

**Policy LU 5.1**

Sustain existing centers by focusing infrastructure expenditures to them.

**Policy LU 5.2**

Encourage clustered or crossroads infill development over strip development patterns.

**Objective LU 6**

*Maintain a visually attractive appearance along the I-5 and US 12 corridors.*

**Policy LU 6.1**

The County and those cities adjoining the I-5 and U.S. 12 corridors shall work with WSDOT to develop minimum landscape standards for interchanges and appropriate segments.

**Policy LU 6.2**

Structures and outdoor storage areas should be screened with landscaping to provide a visual buffer along the highway corridors

**LU GOAL**

**Ensure that the supply of goods and services necessary to support urban densities and intensities is available to both the citizens of Lewis County and the traveling public.**

**Objective LU 7**

*Use the regulatory framework to guide commercial development and redevelopment in appropriate locations.*

**Policy LU 7.1** New commercial developments should be designed to facilitate access and circulation by transit, car/van pools, pedestrians, bicyclists, and other alternative modes of transportation where available.

**Policy LU 7.2** The pattern and scale of commercial centers should be suitable for their locations and the populations they serve.

**Policy LU 7.3** Commercial development should be encouraged in areas where adequate facilities and services are available or can be provided concurrent with development.

**Policy LU 7.4** Land use conflicts between commercial uses and other uses should be minimized through proper location and appropriate design to the degree practicable.

**Policy LU 7.5** Proposed commercial developments should not adversely impact nearby resource uses or critical areas.

**Policy LU 7.6** Sites of historical significance should be preserved in Lewis County.

**LU GOAL** **Sustain Lewis County's existing and traditional industrial economic base and expand and diversify its competitive potential.**

**Objective LU 8** *Encourage job-producing economic development that is planned to create attractive industrial areas and avoid significant adverse impacts.*

**Policy LU 8.1** Site planning and design of very intensive development such as industry should be mitigated through the use of appropriate landscaping, screening, buffers, graduated land use intensity, and other similar techniques.

**Policy LU 8.2** The master planning of new industrial areas should include such features as open space, landscaping, integrated signage and traffic control, and overall management and maintenance through covenants or other property management techniques.

**Policy LU 8.3** New industrial sites should be located and designed to facilitate safe access and circulation and reduce traffic impediments And should have appropriate access to the regional transportation network; or direct access to a major arterial, provided that the development mitigates any significant adverse impacts on the transportation systems of the surrounding areas.

**Policy LU 8.4** Home-based businesses and industries should be allowed in residential areas.

**Objective LU 9**

*Assure an adequate supply of prime industrial sites to meet market demands for industrial development over the planning horizon.*

**Policy LU 9.1**

Sites designated for industrial use should be located with appropriate access to arterial roadways and existing or potential utility service and where major environmental constraints, such as unsuitable soils, floodplains and wetlands, are minimized.

**Policy LU 9.2**

Maintain an adequate supply of prime industrial land within designated urban growth areas in accordance with the countywide planning policies.

**Policy LU 9.3**

Allow for the designation of Major Industrial Developments/Major Industrial Developments – Master Planned Locations at certain specified locations outside of designated Urban Growth Areas pursuant with RCW 36.70A.365 , RCW 36.70A.367, and RCW 36.70A.368.

**Policy LU 9.4**

A major industrial development – master planned location designated pursuant to RCW 36.70A.368 must satisfy the following criteria:

- Must be located on lands formerly used or designated for surface coal mining and supporting uses; that consist of an aggregation of land of one thousand (1,000) or more acres, which is not required to be contiguous; and that are suitable for manufacturing, industrial, or commercial businesses.
- New infrastructure is provided for; and
- Environmental review of a proposed designation of a master planned location must be at the programmatic level, as long as the environmental review of a proposed designation that is being reviewed concurrent with a proposed major industrial activity at the project level.

## RURAL AREAS SUB-ELEMENT

### Introduction

Lewis County is predominantly rural. "Rural lands" under the Growth Management Act (GMA) are those areas not intended for urban level development nor set aside for agriculture, forest and mining. Rural character in Lewis County is characterized by large areas of farm, forest lands, national parks, wilderness areas, and resource lands. It features small towns, crossroads commercial areas, home-based industries, rural industrial and commercial centers, low density residential uses and recreational uses. These characteristics are a function of the mountain-and-valley landscape. The policies in this sub-element recognize the importance of ensuring that rural economic activities will continue to be viable while visually compatible with the County's pastoral character. Limited areas of more intensive rural development have logical outer boundaries within which, size and intensity are limited by their historic development patterns and the need to sustain the rural lifestyle. Outside the limited areas of more intensive rural development, land uses feature low residential densities, farms, and open spaces.

This Rural Sub-Element is driven by the following major issues pertaining to future development that is consistent with the rural character of rural Lewis County.

- Private property rights and the responsibility to use and maintain property in a reasonable manner are respected.
- Lewis County's rural character is defined by low-density residential uses, rural businesses and large areas of resource lands and national and state parks, where people can live, work, and play independently.
- Lewis County's rural character includes resource industries such as agriculture, forestry, and mining with deference to the effects that are typical of the operations of these industries.
- Lewis County's rural character supports extended families that are receptive to change and use many different approaches to making a living.
- Lewis County's rural character features a wide range of business types and sizes throughout the rural area.

### Purpose

The main purpose of the Rural Areas Sub-Element is to provide a body of policy which can guide development standards in a manner consistent with existing rural character<sup>2</sup>. In keeping with Washington State laws, Lewis County rural area development patterns and intensities are intended to be distinct from urban growth and development patterns<sup>3</sup>. Within rural lands, some areas are more

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<sup>2</sup> A more complete description of Lewis County's existing rural character can be found in the Appendix.

<sup>3</sup> Washington State's differentiation between "rural services" and "urban services" focuses specifically on intensity of uses "historically and typically delivered at intensity usually found in rural areas" vs. those "at an intensity historically and typically provided in cities." Compare RCW 36.70A.030(16) [rural] with RCW 36.70A.030 (19) [urban]. The Legislature also recognized that rural area development, "shall provide for a variety of rural densities, uses, essential public facilities and rural

appropriate than others for slightly higher densities, and development should be encouraged in those areas where infrastructure is available or can be easily expanded. This sub-element defines rural land designations that capture the variety of Lewis County's unique rural settlement conditions. These designations include Limited Areas of More Intensive Rural Development (LAMIRDs), Rural Development Districts (RDDs), Tourist Service Areas, and Master Planned Resorts. Development within each of the rural land designations shall be governed by the provisions of RCW 36.70A.070(5) and the components contained in this sub-element: intent statements, goals, objectives, and policies. The objective of this sub-element is to direct development of LAMIRD designations by:

- Influencing the use of better infrastructure to support them;
- Minimizing growth in RDD areas; and
- Reducing rural sprawl.

## **Rural Areas Designations**

Less than 5% of the County land area is in urban or more intense rural uses. Lewis County has a tradition of rural and resource based economic activity that has included logging, agriculture, and mining. As a result, much of the economic activity has been centered in small communities outside the incorporated cities of the County. Rural area property owners have engaged in a wide variety of activities out of their homes or through the small communities and such activities have been central to the economy, custom, and culture of the County. The County's comprehensive plan is designed to assure that these activities will continue to be a vital part of the community economy with the flexibility to adapt to change. Rural communities in Lewis County historically supported mills and associated resource-based activities with an employment base that was much greater than today's.

The intent of the Rural Areas Sub-Element is to sustain the rural lifestyle. In keeping with GMA, this sub-element promotes a variety of densities and uses, including development, redevelopment, and changes of use. The County achieves the variety of densities and uses through land use designations in the rural areas. Rural land use designations include:

- LAMIRDs
  - Small Town
  - Crossroad Commercial
  - Freeway Commercial
  - Rural Residential Center & Shoreline Residential
  - Rural Area Industrial
    - Airport
- Rural Development Districts
  - RDD-5
  - RDD-10
  - RDD-20

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governmental services," were appropriate in rural areas, RCW36.70A.070(5)(b) and that "a pattern of rural more intensive rural development as provided in RCW 36.70A.070(5)(d) is not urban growth." RCW 36.70A.030(17)

- Tourist Service Area
- Master Planned Resorts

Rural development in Limited Areas of More Intensive Rural Development (LAMIRDs) is confined within logical outer boundaries and limited to rural town-scale services consistent with rural community facilities and development outside of LAMIRDs, where the variety of density and use reflects historic low density levels of activity.

### **LAMIRDs**

The GMA allows rural elements to include limited areas of more intensive rural development (LAMIRDs)<sup>4</sup>. Lewis County uses GMA LAMIRD criteria in addressing the variety of uses and densities in rural areas. LAMIRDs are identified in three categories—type (i), type (ii), and type (iii)—and the County uses the types to differentiate rural area development.

#### **Type (i) LAMIRDs:**

- Are defined as “rural development consisting of the infill, development, or redevelopment of existing commercial, industrial, residential, or mixed-use areas<sup>5</sup>, . . .”
- Must be confined within a logical outer boundary with both the area and intensity of use being measured by development in existence<sup>6</sup>.
- Recognize areas of existing economic and residential activity within logical outer boundaries.

#### **Type (ii) LAMIRDs:**

- Are defined as “the intensification of development on lots containing, or new development of, small-scale recreational or tourist uses, including commercial facilities to serve those recreational or tourist uses, that rely on a rural location and setting, but that do not include new residential development<sup>7</sup>.”
- Recognize the ability of existing recreational or tourist facilities to grow and for new uses to be developed.
- Are important to the ability to live and work in rural areas of the County, given the economic goal to promote tourist services as a partial replacement for lost resource jobs.
- Have scale and intensity limits which are identified to distinguish rural uses from uses requiring approval as planned resorts, and to assure such uses do not contribute to sprawl.
- May be located within the boundaries of a type (i) LAMIRD consistent with type (i) development criteria.
- May include uses of size, scale, and intensity which are consistent with Rural Character and are permitted through the Lewis County Development Regulations , such as:
  - a. Convenience grocery and fuel development.
  - b. Roadside restaurant.
  - c. Small scale tourist service specialty shops such as fishing, boating, camping, hunting.
  - d. Gift or craft shops.

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<sup>4</sup> Identified by the Legislature in RCW 36.70A.070(5)(d) in the 1996 amendments to GMA

<sup>5</sup> RCW 36.70A.070(5)(d)(i).

<sup>6</sup> As of July 1, 1993, the pertinent date GMA took effect in Lewis County

<sup>7</sup> RCW 36.70A.070(5)(d)(ii)

- e. Bed and breakfast facilities.
- f. Motels.
- g. Shoreline-related tourist service uses.
- h. Rural Tourist and Recreational Facilities.

**Type (iii) LAMIRDs:**

- Address the intensification of development on lots containing isolated nonresidential uses, or new development of isolated cottage industries and isolated small-scale businesses that are not principally designed to serve the existing and projected rural populations and nonresidential uses, but do provide job opportunities for rural residents.
- Reflect the eclectic nature of rural economic activity, as home occupations, isolated small businesses, and the existing rural industrial sites are all essential to foster the ability to live and work in rural Lewis County, consistent with the other attributes of rural character. Flexibility, ease of entry, and ability to change with the times are the hallmarks of rural small business. Size, scale, and intensity limits balancing the rural nature of the activity with the need to assure economic viability are all addressed.
- May be constructed on rural lands, consistent with development regulations that assure rural character is protected, and may also be constructed within the boundaries of type (i) LAMIRDs consistent with the LAMIRD guidelines.
- Authorize the use of cottage industries and isolated small businesses, which are commonly found in rural Lewis County and are central to the ability to live and work in rural areas. Such uses provide vital sources of non farm income to the residents of the Lewis County farms and rural areas. This use is authorized by a type (iii) LAMIRD and is not limited to a specific zone, but may be used in any of the rural zones.
- Are recognized in two categories:
  - a. Cottage industries are those industries associated with the home property and use by residents of the home.
  - b. Isolated small-scale businesses are businesses that are not associated with the home, but are limited in size, scale, including intensity, and location consistent with Lewis County's history and tradition of rural area development.

Business types found in "a" and "b" above include, but are not limited to crafts; personal and professional services; engine and equipment repair; food products and services; construction, landscape, septic services; equipment preparation and repair services, and storage and transport services serving the area resource uses.

- Rural business and isolated small scale business in Type (iii) LAMIRDs shall be considered under three classifications: permitted uses, uses permitted through the special use permit process , and existing Rural Industrial Areas or uses

**Small Towns**

Small towns have traditionally been a center of service and the hub of employment in the rural areas, and are the most intensely developed measured by the variety of density and size, variety, and intensity of use. The Small Town designation serves an essential function in defining both the character of the community and providing a location for the more intense uses in the rural areas. Small Towns may have a combination of more than one use, including commercial, residential, tourist, and industrial uses.



Small towns are defined as a specific zone and small-town scale activities are confined to the designated small town areas. Each of the designated Small Towns was developed in a historic pattern of small lots surrounding a central commercial, industrial, or market feature. Small Towns have existing infrastructure which may include fire protection, water systems, school facilities, and other public buildings and services which serve not only the small town but also provide basic needs and services for the surrounding community. Small Towns are divided into Categories I and II.

### **Category I**

Category I Small Towns include existing industrial zoning and/or have the potential for future industrial development:

- Mineral
- Onalaska
- Packwood
- Randle (at Kehoe Road)

### **Category II**

Category II Small Towns include mixed use, commercial, and residential zoning

- Adna
- Cispus
- Doty
- Glenoma
- Kiona
- Randle (at Peters Creek Road and at Leroy Road)
- Salkum
- Silvercreek

### **Crossroad Commercial**

The Crossroad Commercial designation serves the retail and commercial needs of local residents. Crossroad commercial uses may also serve the needs of the traveling public. Crossroad commercial areas are defined as a specific zone and the crossroad commercial activities are typically smaller than in small towns and limited to the crossroad commercial district as mapped. Given the size of Lewis County, the crossroad commercial areas are essential to serve the rural public areas and support the ability to live and work in rural areas. Designated Crossroad Commercial areas include

- Boistfort
- Cinebar
- Curtis
- Dorn's Corner
- Ethel
- Forest

- Galvin
- Leonard Rd. & State Route 12
- Mary's Corner
- State Route 6 & Hwy 603
- Stinky Corner

### ***Freeway Commercial***

Lewis County has a growing economic dependence on transportation-related and other activities that include the traveling public using state and federal highways. Historically the intersection areas along Interstate 5 have provided a convenient location for vehicle service and service to the traveling public, as well as hubs that have provided locations for numerous small businesses. The intersections, designated as Freeway Commercial areas, continue to provide a convenient location for commercial and small industrial activities in the County.

The Freeway Commercial designation includes areas already impacted by and convenient to major transportation facilities. This designation serves the neighboring community and the retail, commercial, and emergency needs of the traveling public. Uses in this designation includes commercial, retail, and industrial. Uses in Freeway Commercial are larger and of greater intensity than in Crossroad Commercial. Uses within Freeway Commercial areas are limited to the existing developed area as initially zoned and mapped.

The areas around the intersections can be further developed without extending or overstressing existing facilities or limiting the productivity or use of the County's long-term resource lands. The Freeway Commercial areas identified below provide a logical and reasonable location for additional tourist and commercial services and rural small businesses:

- I-5 and U.S. Highway 12
- I-5 and State Route 506
- I-5 and Jackson Highway South

### ***Rural Residential Centers & Shoreline Residential***

This designation is intended for residential areas in rural Lewis County; those already in existence, already platted, or near shorelines.

Rural Residential Centers are comprised of existing rural residential areas or existing platted areas where lots have been developed. Rural Residential Centers are not urban or likely to develop into urban areas during the planning period and have conforming<sup>8</sup> logical outer boundaries.

The Shoreline Residential designation serves residential areas near significant shorelines<sup>9</sup> where development occurred prior to Lewis County's adoption of the growth management plan. These

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<sup>8</sup> Logical outer boundaries conform to the requirement of RCW 36.70A.070(5)(d).

<sup>9</sup> Significant shoreline areas include: Mayfield Lake, Mineral Lake, Scanewa Lake, Carlisle Lake and Riffe Lake; as well as land along the Cowlitz, Nisqually, Chehalis, and Cispus Rivers.

existing developments serve recreational and retirement populations and include small residential lots platted along shorelines to take advantage of recreation and view amenities. Shoreline Residential Areas have adequate school, water, and other public services to permit continued enjoyment of the shorelines without causing sprawl or impact to resource lands. Rural Residential Centers and Shoreline Residential areas include:

- Brockway area
- Curtis Hill area
- Harmony area
- High Valley Park area
- Mayfield Park area
- Lake Mayfield Estates Area
- Mayfield Village
- Mt. View Drive Addition area
- Newaukum Hill area
- Paradise Estates area
- Timberline Village area
- Valley Meadows area.

### ***Rural Development Districts***

Lands outside the limited areas of more intense development (LAMIRDs), defined above, shall be designated as Rural Development Districts (RDDs), which are intended to be predominately residential but which allow non-residential uses at a scale consistent with rural character. In RDD designations, existing lots of record<sup>10</sup>, regardless of size, shall be legal lots for uses as set forth in development regulations.

The Rural Development District (RDD) designation allows a range of rural residential uses which are all part of the County heritage: the many farms throughout the County, smaller homes, recreational homes, retirement communities, shoreline communities, and the family compounds. In addition to rural residential use, many of the large parcels in Lewis County feature a wide variety of uses, including and lands which have been and can be used for other forms of rural development. A variety of rural densities is achieved through a hierarchy of RDD designations that emphasize the use of existing facilities and developed areas and that are designed to protect the rural character of Lewis County. Rural character in Lewis County should be protected through the use of clustering, where growth is in areas that are most suitable for development, leaving larger tracts for farms, open spaces, and other large lot uses. RDD development regulations shall provide mechanisms for encouraging clustered development and protecting large parcels from unnecessary division. RDD development regulations shall also identify allowed uses, including resource uses and accessory uses, but should limit large-scale commercial, industrial, or non-residential activities not related to resource uses.

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<sup>10</sup> Existing lots of record are defined at LCC 16.02.050

**RDD-5 – Intent:**

RDD-5 allows for a density of one residential unit per five acres where there is adequate access, and the ability to achieve septic approval and water supply at this scale, including intensity as established in development regulations. This designation shall regulate areas which are not only characterized by parcelization and good transportation, but those which can be served by rural facilities and services and do not give rise to need for urban facilities and services. RDD-5 designations are located in areas that show a pattern of large lot residential development, and are typically near population centers such as the UGAs and small towns.

**RDD-10 – Intent:**

RDD-10 allows for a density of one residential unit per 10 acres. The focus of RDD-10 is to assure that the permitted activities are consistent with the traditional practices and intensities and are suited to meet the needs of those who choose to live and work in rural areas. The RDD-10 designation is compatible with overall rural character, recognizes limitations on the availability of rural area services, and avoids the need for urban levels of service that cannot and will not be provided outside UGAs, except to meet recognized health emergency situation as authorized by law.

**RDD-20 – Intent:**

RDD-20 allows for a density of one residential unit per 20 acres or larger where significant development limitations, such as critical areas and remote distance from infrastructure, warrant a much lower density. RDD-20 designations are areas known to have potentially significant limitations due to soils, steep slopes, lack of access, or local water availability issues.

***Rural Area Industrial***

The Rural Area Industrial designation allows industrial uses in the rural area which are primarily dependent on natural resources. Existing designated areas include:

**Curtis Railyard**

The Curtis Railyard is an historic log and mill site located westerly of I-5. Use of the site predates GMA. The Railyard has an existing rail siding and water supply from the Boistfort Water District. The Curtis Railyard serves a need for large rail-oriented or resource parcels that do not require municipal sewer. The site has been changed from a UGA to a rural industrial area of more intensive use to avoid creating a demand for sewer in the area. Development regulations shall limit the Curtis Railyard to resource and rail related large lot uses which cannot be served in the UGA. A master plan process shall be created to enforce these rules. The boundaries shall conform to RCW 36.70A.070(5)(d)(iv). An alternative approach is to designate the site for potential major industrial development under RCW 36.70A.365. Such designation would be processed through Chapter 17.10 LCC.

**Ed Carlson Memorial Field**

Ed Carlson Memorial Field is a county-owned airport. Use of the site predates GMA. The general aviation facility is outside city UGAs. The public interest is best served by retaining the use of the airport and its ability to grow. The facility is an existing essential public facility under GMA.

### **Additional Sites**

The County identified the additional areas which are mapped and limited to existing lots:

- Klein Bicycle
- Williams Industrial
- Ramsey Industrial Park
- Taylor Drilling
- Baer industrial site
- Morton log yard industrial site
- PLS log yard industrial site
- Industrial Park at Transalta (IPAT)
- PSE Natural Gas Storage site
- Larman Road Industrial Site

### ***Tourist Service Area***

The Tourist Service Area designation allows for small scale stand-alone resorts in rural Lewis County, primarily in conjunction with recreation areas adjacent to Riffe Lake and owned by Tacoma City Light. Commercial recreational facilities designed to serve the tourist population are considered appropriate uses within this non-residential designation.

Development regulations will identify specific size, character, and facility criteria to determine how development will be approved in these areas. For example, tourist development with a low intensity of use, such as the Cispus Learning Center in Cispus Valley, would be of a rural type and size approvable through a special use permit process, under the standards of the Lewis County Code (LCC) Chapter 17.115. Larger destination resorts would pass through master planned resort review according to LCC Chapter 17.20.

The lake areas also provide a recreational resource for the central county area, and resort and recreation opportunities are encouraged where adequate public facilities can be provided cost effectively and significant environmental consequences avoided. Three areas have been identified through hydro licensing processes as appropriate areas for park and recreational activity, with the size and nature of the proposed project determining the review and permitting criteria:

- West End of Riffe Lake
- East End of Riffe Lake
- E. End Riffe Lake – 108 Bridge Area

### ***Master Planned Resorts***

Lewis County is within a one-half day drive of more than 3 million people, from Vancouver, BC to Eugene, Oregon. Lewis County also hosts a wide variety of recreational pursuits, from golf, fishing, and summer recreation, to skiing, mountain climbing, and a host of winter sports, attracted to the natural features and amenities within the County, including mountains, lakes, rivers, and large tracts of open space.

Facilities which are designed to attract significant groups of people may be located to encourage use of more than one of the natural features to enable year-round as well as seasonal activities. Because of topography, environmental, public facility, and transportation issues, the best location for large resort facilities may be not in direct proximity with the significant natural feature, but rather where such amenities can be readily accessed. As such, major planned resorts may be located in proximity to national parks and other major recreational areas.

## Rural Goals, Objectives and Policies

### **R GOAL 1 – General Rural Character** Maintain the rural character of Lewis County.

**Objective R 1a** *Ensure that growth in the County is focused so that the remainder of the County can remain predominantly rural.*

**Policy R 1.1** Rural development, outside of defined urban growth areas, should be encouraged in a pattern and density that supports the surrounding and prevailing land use pattern, and that does not create urban demands for services for the County taxpayers to support.

**Policy R 1.2** Rural development should be encouraged to occur at a density of not more than one dwelling unit per 5 acres.

**Policy R 1.3** Densities must remain sufficiently low so as to avoid conflicts between new residential development and county residents that have allowable home-based occupations and industries.

**Policy R 1.4** Rural area residents should expect the level of public services, such as water systems, emergency services, and road improvements will be limited as distance increases from the urban areas.

**Policy R 1.5** Public facilities and services in the rural areas of Lewis County will be provided to support existing and new development at levels that are consistent with the preservation of rural character and that are historically and typically delivered at a level of service usually found in rural Lewis County. Development regulations will ensure that adequate water, septic, and other services are consistent with established standards.

**Policy R 1.6** Transportation facilities should be developed in accordance with the Transportation Element's level of service standards.

### **R GOAL 2 - General Rural Lifestyle** Promote a wide range of rural activities that do not infringe upon the rights of neighboring property owners or cause environmental degradation.

**Objective R 2a** *Sustain an independent and private rural lifestyle.*

**Objective R 2b** *Encourage, productive farming practices which support the economic rural quality of life.*

**Policy R 2.1** Home occupations or home-based industries are an essential component of the County economy and will be permitted in all areas.

**Policy R 2.2** Ensure that minimum lot sizes will allow feasible individual wells and septic systems on each parcel, without negatively affecting nearby properties' wells and septic systems depending on water availability and soil suitability for septic systems in each area.

**Policy R 2.3** Development regulations should encourage rural clustering as a means of balancing growth and protecting natural resources.

**Policy R 2.4** While focusing growth to urban areas, county development regulations should provide for the opportunity to encourage resource-based employment in agriculture, mining, timber production, and home occupations, small businesses, and industries critical to sustaining the Lewis County economy.

**Objective R 2c** *Protect critical areas and surface water and ground water resources.*

**Policy R 2.5** Intensive rural development must not occur within floodways identified in Lewis County Code Chapter 15.35 or within critical areas unless mitigation per the provisions of Lewis County Code Chapter 17.35 is assured.

**Policy R 2.6** Development permits must be based on the County's adopted critical area regulations, shoreline regulations, well head protection regulations, the Clean Water Act, and Chapter 90.48 protections for both ground and surface water.

**Objective R 2d** *Protect against conflicts with the use of agricultural, forest and mineral resource lands.*

**Policy R 2.7** In order to prevent incompatible or inappropriate conflict with resource lands, regulations should limit new development outside UGAs and LAMIRDs using the following tools: best management practices, provisions to accept dust and noise associated with resource activity, and other regulations which prevent rural area development from interfering with resource based activities in or near resource lands.

**Policy R 2.8** Establish a variety of densities and uses in rural Lewis County based land capability, self designation, and proximity to rural facilities, and the following considerations:

- Critical areas and constraints on water and septic infrastructure.
- Self-designation or intent to retain land in larger tracts, i.e. land



which is by the owner's action included in forest open space tax designations, agriculture open space tax designation, or open space open space tax designation; under state laws, 20-acre parcels and larger are the predominant pattern for such tax designated lands.

- Development patterns based on:
  - Parcel size and availability of rural facilities and services.
  - Population density and the cost and efficiency of providing public services.
  - Assessed value and pressure for infill.
  - Likelihood of conflict or change due to development patterns or conflicts, including protection of resource uses and the ability of cities to manage long-term growth boundaries.
- Future land use maps, which should delineate designations in larger blocks reflecting logical boundaries rather than individual parcels.
- Land use plans which minimize isolated islands.

***R GOAL 3–  
LAMIRDs***

Support industrial and commercial development in small towns consistent with the size and intensity of previously existing uses to replace lost historic economic opportunity.

***Objective R 3a***

*Preserve historic patterns of rural population distribution and sustain a strong economic base.*

***Objective R 3b***

*Allow additional areas of more intense activity where the area is already developed or directly associated with such lands, limited public facilities already exist, intrusion of more intense activities into undeveloped areas can be avoided, and ground and surface water quality resource lands and activities can be protected.*

***Policy R 3.1***

LAMIRDs limit more intense rural area development to areas in which development has already occurred; areas predominantly characterized by human, non-resource activity; areas which are not critical area habitat for fish or wildlife, or resource activity; and areas and uses are confined within logical outer boundaries.

***Policy R 3.2***

The County recognizes several LAMIRD land use designations under the criteria and guidelines of RCW 36.70A.070(5): Small Towns, Crossroads Commercial Areas, Freeway Commercial Areas, Shoreline Areas, and areas of existing intense development (Rural Residential Centers ).

**Policy R 3.3**

LAMIRDs are confined to areas where human activity predominates over habitat or resource activities within logical outer boundaries. Logical outer boundaries are defined by development existing as of July 1, 1993, but may include undeveloped lands so long as the area is predominantly defined by the built environment and may include considerations of

- “Natural neighborhoods and communities;”
- Physical boundaries, including roads, land forms, or bodies of water;
- The prevention of abnormally irregular boundaries; and
- The ability to provide public facilities and services that do not permit low density sprawl.

**Objective R 3c**

*The Small Town Designation preserves areas which have traditionally been centers of service and hubs of employment outside UGAs, providing locations for the more intense uses in rural areas.*

**Policy R 3.4**

Small Towns designated in unincorporated Lewis County include: Adna, Cispus, Doty, Glenoma, Kiona, Mineral, Onalaska, Packwood, Randle (A, B & C), Salkum, and Silvercreek.

**Policy R 3.5**

New development within small towns should be compatible with historic development character and may have small allowances to create regular boundaries and efficient service areas, consistent with logical outer boundaries identified as provided in RCW 36.70A.070(5)(d)(iv).

**Policy R 3.6**

Uses within small towns may be commercial, residential, or industrial, so long as the infrastructure within the community has the capability to handle the demands of the development at rural levels of intensity and services as provided in RCW 36.70A.030(16). Urban development is prohibited.

**Policy R 3.7**

Category I and Category II Small Towns are designated as:

**Category I Small Towns**

- Include Packwood, Randle at Kehoe Road, Mineral, and Onalaska are or were centers of mill activity and have land available for industrial redevelopment.
- May have separate residential and mixed use zones
- Shall provide a specific industrial zone to promote rural industrial development or redevelopment consistent with the limits of public facilities at rural levels of service.

**Category II Small Towns**

- Include Adna, Cispus, Doty, Glenoma, Kiona, Randle at Leroy Road, Randle at SR 131, Salkum, and Silvercreek.
- Provide a central focal point for an area in the County,
- May include commercial, personal, and professional services, community centers, schools, and fire and other public services.
- Have existing facilities and services, but typically not the infrastructure to support larger industrial uses found in the Category I small towns.
- Typically exhibit a mixed-use pattern.

**Objective R 3d**

*The Crossroads Commercial Designation serves the retail and commercial needs of local residents and the traveling public by providing residential, commercial, and industrial opportunities important to Lewis County and its economy.*

**Policy R 3.8**

The County has eleven (11) Crossroads Commercial areas: Boistfort, Cinebar, Curtis, Dorn's Corner, Ethel, Forest, Galvin, Intersection of Leonard Rd. & US Hwy 12, Intersection of Hwy 6 and Hwy 603, Mary's Corner, and Stinky Corner.

**Policy R 3.9**

Crossroads Commercial areas are found at major intersections where local commercial service needs are met.

**Policy R 3.10**

New uses within the Crossroads Commercial areas may include commercial, residential, and industrial, but residential will be limited to the area of current development.

**Policy R 3.11**

Crossroads Commercial areas must meet the criteria of RCW 36.70A.070(5) and shall include areas directly affected by existing development.

**Objective R 3e**

*The Freeway Commercial Designation shall serve the needs of the neighboring community and the traveling public by providing retail, commercial, and industrial uses along I-5 at a greater size and intensity than within Crossroad Commercial designated areas.*

**Policy R 3.12**

Existing designated Freeway Commercial areas include

- I-5 & U.S. Highway 12
- I-5 & State Route 506
- I-5 & Jackson Highway South

**Policy R 3.13**

Regulations should identify criteria for siting development within Freeway Commercial areas and for assuring that new development will not extend beyond the areas presently impacted or affected by the interchange, or interchange-oriented development.

**Policy R 3.14**

None of the designated Freeway Commercial areas are intended for resource use.

**Policy R 3.15**

New Freeway Commercial areas should meet the criteria of RCW 36.70A.070(5)(d)(i)(ii)(iii) concerning the location of existing development and the affect of existing development and services.

**Objective R 3f**

*The Rural Residential Centers & Shoreline Residential Designation maintains rural residential areas which are already in existence, which are already platted, or which are near shorelines.*

**Policy R 3.16**

Rural Residential Centers include:

- Rural residential areas which have existing densities of greater than one unit per five acres, or
- Platted areas where lots have been developed, or
- Limited infill areas where water and capability of waste disposal provide for lots, ranging from two-units-per-acre to one-unit-per one acre, consistent with the prevailing patterns of development.

**Policy R 3.17**

Rural Residential Centers & Shoreline Residential areas will have logical outer boundaries which conform to the requirement of RCW 36.70A.070(5)(d).

**Policy R 3.18**

Rural Residential Centers and Shoreline Residential areas include the following:

- Brockway
- Curtis Hill
- Harmony
- High Valley Park
- Mayfield Park Area
- Lake Mayfield Estates Area
- Mayfield Village
- Mt. View Drive Addition Area
- Newaukum Hill
- Paradise Estates
- Timberline Village
- Valley Meadows

***R GOAL 4– RURAL  
DEVELOPMENT  
DISTRICTS***

**Ensure a variety of rural residential densities designed to protect the rural character of Lewis County.**

***Objective R 4a***

The Rural Development District (RDD) designations, intended to be predominately residential but which allow non-residential uses at a scale consistent with rural character, ensure a variety of residential densities based on use of existing facilities and developed area.

**Policy R 4.1**

Within Rural Development District designations, new rural area development should be limited to residential development at a variety of densities from one-unit-per-five-acres to one-unit-per-20-acres, and a variety of uses consistent with the size, scale, including intensity, and frequency appropriate to the rural setting.

**Policy R 4.2**

Cluster development, consistent with rural size and scale, including intensity, may be encouraged to further protect rural character, to promote efficient and cost-effective land use, and to maintain the open appearance of lands, even where rural development is occurring. Density bonuses in connection with cluster development may be used where an incentive is warranted to encourage the protection of particular features or areas of importance, consistent with overall rural area guidelines.

**Policy R 4.3**

Lots of record less than five acres are considered legal lots for development purposes in all rural zones if they meet the requirements of the County regulations for “lots of record.” LCC 16.02.050.

- Policy R 4.4** Rural Development Districts should provide for home-based occupations and small industries in the rural areas. Development regulations will identify limitations on sizes and uses to assure that the uses are consistent with historic patterns and emerging trends and compatible with neighboring uses.
- Policy R 4.5** Rural Development Districts should provide for small businesses and industries to locate on or near old mill sites or other lands formerly used for resource-related activities, particularly where infrastructure is already in place and such reuse will stimulate local economy and prevent spread of growth into new undeveloped areas.
- Policy R 4.6** Rural Development Districts should provide for commercial uses serving rural areas to locate near existing small towns or crossroads commercial areas, and provide the core support for tourist and rural recreational activities. Limited tourist, rural industrial, and traditional rural uses shall be provided for in rural areas with limits on size and location consistent with “rural character.” RCW 36.70A.030(14).
- Policy R 4.7** Development in Rural Development Districts will be approved in coordination with the rural water systems, fire districts, and school districts to update their current plans, to identify areas of existing capacity and needed upgrades to accommodate reuse of previously used properties. The purpose of this coordinated planning is to assure that new uses will have adequate facilities in place prior to locating or will be able to develop adequate mitigation agreements where upgrades are necessary to meet current standards. County development regulations will identify levels of rural services which must be available or provided to meet concurrency requirements.
- Policy R 4.8** Rural Development Districts provide for the location of unique, regional commercial/industrial uses along major transportation corridors where urban services are not required for the operation of the facility. Such uses shall be designed and sited so as to maintain the rural character of the surrounding area.
- Policy R 4.9** Rural Development Districts provide for the use of rural area lands not designated for agricultural and timber uses and suitable for rural area development to support rural recreational activities. Such activity both aids the local economy and provides significant opportunities for the citizens of the County and the state to enjoy the physical beauty of Lewis County.
- Policy R 4.10** **RDD-5**
- The Rural Development District-5 designation allows one rural residential

unit per five acres. The residential unit 1-5 zone permits residential uses and a variety of other uses, including home occupations, isolated small businesses, and additional uses commonly found in rural areas. Some activities shall be limited due to the projected intensity of development or proximity to more developed areas. Size and scale, including intensity, limits shall be in concert with historic practices.

**Policy R 4.11**

**RDD-10**

The Rural Development District-10 designation allows one rural residential unit per ten acres. The district permits a limited degree of rural area development at truly rural levels of intensity. Uses in the R 1-10 zone include residential, home occupations, and isolated small businesses. Permitted activities shall be consistent with the historic practices and intensities and suited to meet the needs of those who choose to live and work in rural areas, and shall be compatible with overall rural character. Residents shall recognize the limitations on the availability of limited rural area services.

**Policy R 4.12**

**RDD-20**

The Rural Development District 1-20 designation allows one rural unit per 20 acres. Uses in the R 1-20 zone may be limited in size and scale, including intensity, in many areas. Some uses, including those which benefit from the remote or less developed lands, e.g. camps, recreation uses, and rifle ranges, should be located within this designation precisely due to the lack of other development. Development regulations shall provide adequate facilities, critical area protection, and protection of resource lands and resource uses within this designation.

**R GOAL 5-  
INDUSTRIAL**

**Encourage industrial uses in the rural area that are primarily dependent on the natural resources there.**

**Objective R 5a**

*Allow industries such as warehousing, manufacturing and distribution in areas beyond urban growth areas where appropriate.*

**Policy R 5.1**

New industries should locate in rural areas proximate to transportation corridors such as federal and state Highways or railroads.

**Policy R 5.2**

Ensure that new industrial uses are or can be served with appropriate rural services such as community wells and septic systems.

**Policy R 5.3**

Rural area industrial and resource uses are encouraged.

**Policy R 5.4**

New mineral resource use must be located where significant adverse impacts to residential uses can be avoided.

**R GOAL 6-  
TOURIST SERVICE  
AREA**

**Encourage stand-alone tourist destination resorts and tourist recreation services in rural Lewis County.**

**Objective R 6a**

*Allow tourist destination resorts and recreation services in rural Lewis County where adequate public facilities can be provided and where significant adverse environmental impacts can be avoided.*

**Policy R 6.1**

When considering the approval of a development project within the Tourist Service Area designation, Lewis County development regulations should identify specific size, character, and siting criteria to direct the permitting process.

**Policy R 6.2**

Three areas on Riffe Lake have been designated for park and recreation use based on hydropower licensing.

**R GOAL 7- MASTER  
PLANNED  
RESORTS**

**Provide for the siting of Master Planned Resorts, consistent with the requirements of the Growth Management Act, in locations that are appropriate from both an economic and environmental perspective.**

**Policy R 7.1**

Master planned resorts are self-contained and fully integrated planned unit developments, in settings of significant natural amenities, providing short-term visitor accommodations including a range of indoor or outdoor recreational facilities and visitor services.

**Policy R 7.2**

Master planned resorts are larger in scale, and involve greater potential impacts on the surrounding area, than uses permitted under the Tourist Service Area designation.

**Policy R 7.3**

Designation of Master Planned Resorts requires amending the Comprehensive Plan and Zoning Maps, prior to, or concurrent with an application for master plan review. The comprehensive plan amendment process should evaluate all the probable significant adverse environmental impacts from the entire proposal, even if the proposal is to be developed in phases, and these impacts shall be considered in determining whether any particular location is suitable for a Master Planned Resort.



## GLOSSARY FOR URBAN AND RURAL SUB-ELEMENTS

### **Adequate Facilities**

This term includes several concepts in rural lands:

- (a) For transportation facilities defined in RCW 36.70A.070(6)(a)(iii)(B) as "locally owned arterials and transit routes" and defined in RCW 36.70A.070(6)(a)(iii)(C) as "state-owned transportation facilities" concurrency standards shall be set in the comprehensive plan and provisions of RCW 36.70A.070(6)(b) shall apply.
- (b) For all other public facilities and services required to serve development, the requirement shall be for "adequate" services and facilities to be available to serve the development. The County adopts existing state and county regulations for adequate facilities, including water and septic standards identified by the State Department of Health and the County Health Department; water right and well standards administered by the Department of Ecology; and road, flood hazard, and storm water standards as administered by the County Department of Public Works.
- (c) A determination of transportation concurrency and adequate facilities as provided herein shall be sufficient to satisfy the development standards and requirements of Lewis County for purposes of GMA. Other standards or conditions may be imposed to meet specific ordinance or project circumstances.

### **Development and Developed Property**

"Development" refers to the alteration of property to serve a purpose other than the onsite production of farm, forest, or mineral resources. Development may include both surface and subsurface improvements, and is most often characterized by one or more of the following: a combination of fill; underground utilities, including power and or water; and/or the construction of structures to serve one or more purposes. Property which has been improved by development is considered "developed property."

### **Development**

From Lewis County Code: 17.10.069 Development. "Development" means any activity that requires federal, state, or local approval for the use or modification of land or its resource. These activities include, but are not limited to, subdivision short subdivisions and large lot subdivisions; binding site plans; planned unit developments; variances; shoreline substantial development; clearing activity; excavation and grading; embankment; activity conditionally allowed; building or construction; revocable encroachment permits; and septic approval.

### **Existing Development**

The development of an area or use is considered "existing" if it was in place or in use prior to July 1, 1993<sup>11</sup>, the date GMA became effective in Lewis County.

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<sup>11</sup> RCW 36.70A.070 (5)(d)(iv)

### **Foster**

To promote the growth or development of, to encourage.

### **Gateway**

An adjective that can be used to describe a location on a major highway or arterial that serves to identify a location as distinctive due to its historic character, specific community theme or linkage to a geographic feature such as a national park.

### **LAMIRD**

The GMA speaks of limited areas of more intensive rural development ("LAMIRDS"), which were identified by the Legislature in RCW 36.70A.070(5)(d) in the 1996 amendments to GMA.

### **Natural Resources**

"Natural resources" include forestlands, water, agricultural lands, and mineral deposits. Mineral deposits include sand and gravel in dry and river deposits, hard rock, precious minerals (including gold and silver), base metals (including lead), coal, oil, and natural gas. New or expanded activities to commercially extract natural resources, except agricultural or timber resources, shall be processed by a special use permit. Some of the resource lands are further designated lands of "long-term commercial significance" pursuant to RCW 36.70A.170. Lewis County has an abundance of natural resources.

### **Predominate**

Predominant, or being most frequent. In development of the comprehensive plan maps a pattern was predominant if it ranged from roughly 2/3 to 3/4 of the field.

### **Redevelopment**

Refers to the use of developed property for new or different uses or purposes. Redevelopment permits land or buildings previously developed to be used in a different manner to serve the changing needs of the owners and local residents. Redevelopment may involve a change in use and shall be of a size, scale, including intensity, and nature consistent with rural character patterns described in this plan and county development regulations.

### **Rural Character**

"Rural character" refers to the patterns of land use and development established by a county in the rural element of its comprehensive plan. Lewis County adopts the following narrative guidelines to identify and protect the rural character of the County.

(a) *In which open space, the natural landscape, and vegetation predominate over the built environment.* RCW 36.70A.030(14)(a). Lewis County looks to historic patterns of development to maintain diversity and opportunity. The goal of this plan is to preserve open space through clustering, protection of critical areas, large tracts of woodland property, and through rural activities such as farming, tourism, logging, home occupations and local services. The agricultural and forest protection district was developed to encourage the maintenance of large tracts.

(b) *That foster traditional rural lifestyles, rural-based economies, and opportunities to both live and work in rural areas.* RCW 36.70A.030(14)(b). Lewis County rural areas, including small towns, crossroads

commercial areas, freeway commercial areas, home occupations, and home based industries, have provided a degree of economic opportunity and a variety of necessary services throughout the rural areas. The goal of this plan is to maintain and enhance that historic pattern, while avoiding the extension of costly urban governmental services or sprawl which would interfere with long-term resource use and conservation, or critical area protections. Size, scale, including intensity, and other limitations identify the limits of rural activity consistent with traditional and historic intensity and demand on public services and facilities.

(c) *That provide visual landscapes that are traditionally found in rural areas and communities.* RCW 36.70A.030(14)(c). Visual landscapes range from the wholly undeveloped wilderness areas associated with federal lands, to farm and forest lands outside designated resource lands, to clusters of activity and development and a variety of businesses reflecting the efforts of residents to live and work in rural areas. The County plan respects the mixed views of traditional landscapes and makes provision to retain a variety of such landscapes consistent with the County's rural character

(d) *That are compatible with the use of the land by wildlife and for fish and wildlife habitat.* RCW 36.70A.030(14)(d). The County has developed a critical area ordinance and is adopting critical area goals and policies to protect critical areas, including fish and wildlife habitat, where they may be potentially impacted by development. The adoption of rules for large lot subdivisions, and the application of additional standards for uses and special uses provide both consideration and tools to assure compatibility.

(e) *That reduce the inappropriate conversion of undeveloped land into sprawling, low-density development.* RCW 36.70A.030(14)(e). The conversion of undeveloped lands in this plan is intended to occur primarily in proximity to other areas of development to take advantage of existing public facilities and services, or on a scattered basis in situations that require minimal extension of public facilities or services. The adoption of lot of record requirements, standards for new development, logical outer boundaries for limited areas of more intensive rural development, and limitations on size and location of rural uses minimize and contain rural uses consistent with the needs of a viable rural economy.

(f) *That generally do not require the extension of urban governmental services.* RCW 36.70A.030(14)(f). The County plan prohibits the extension of the urban services, defined below, outside of the urban growth area, except where already in existence, or where necessary and available to resolve existing or imminent health hazards. The rural area development contemplated in this plan is to be accomplished by rural governmental services as defined below, which permits the County to take advantage of a significant base of existing facilities and services already available in the rural areas.

(g) *That are consistent with the protection of natural surface water flows and ground water and surface water recharge and discharge areas.* RCW 36.70A.030(14)(g). The County critical areas ordinance protects critical areas, including flood hazard, wetland, and stream areas. Siting considerations for identified areas of more intense rural area development (and particularly small towns, crossroads commercial, freeway commercial, and criteria for resort area development) all considered the suitability of the site for more intense activity, with potential for impact to critical areas being a disqualifying

consideration. The plan as organized is designed to be consistent with the protection of surface water flows and surface and groundwater recharge and discharge

### **Rural Character and Rural Development**

The legislature also made provision for rural development and uses, which were not urban and expressed that difference in a number of provisions dealing with rural areas, including definitions of:

"rural character" RCW 36.70A.030(14)

"rural development" RCW 36.70A.030(15).

### **Rural Development**

"Rural development" refers to development outside the urban growth area and outside agricultural, forest, and mineral resource lands designated pursuant to RCW 36.70A. 170. Rural development can consist of a variety of uses and residential densities, including clustered residential development, at levels that are consistent with the preservation of rural character and the requirements of the rural element. Rural development does not refer to agriculture or forestry activities that may be conducted in rural areas. Lewis County rural development activities are identified in the following section.

### **Rural Governmental Services and Rural Services**

"Rural governmental services" or "rural services" include those public services and public facilities historically and typically delivered at an intensity usually found in rural areas, and include small public water systems, fire and police protection services, transportation and public transit services, and other public utilities associated with rural development and normally not associated with urban areas. Rural services commonly do not include storm or sanitary sewers, except as otherwise authorized by RCW 36.70A.110(4). Specific rural governmental services include fire districts, school districts presently located outside UGAs, and public or private water systems. Individual water or waste systems for industrial use, fire flow, or National Pollution Discharge Elimination System ("NPDES") or waste discharge under Chapter 90.48 RCW shall not be considered "urban governmental services." The existing water service districts and sewer districts and companies which have historically served Lewis County rural areas are considered "rural" services for purposes of this plan. Sewer districts outside UGAs are not permitted to expand boundaries except to address environmental issues.

### **Rural Services**

A specific definition of "rural governmental services" or "rural services" is provided to clarify that they include those public services and public facilities "historically and typically delivered at an intensity usually found in rural areas, and may include domestic water systems, fire and police protection services, transportation and public transit services, and other public utilities associated with rural development and normally not associated with urban areas."

### **Urban Growth**

The Legislature defined "urban growth" as: . . . growth that makes intensive use of land for the location of buildings, structures and impermeable surfaces to such a degree as to be incompatible with the primary use of land for the production of food, other agricultural

products, or fiber, or the extraction of mineral resources, rural uses, rural development, and natural resource lands designated pursuant to RCW 36.70A.170. . . ." RCW 36.70A.030(17).

### **Urban Growth Areas**

"Urban growth areas" mean those areas designated by a county pursuant to RCW 36.70A.110.

### **Urban Governmental Services or Urban Services**

"Urban governmental services" or "urban services" include those public services and public facilities at an intensity historically and typically provided in cities, specifically including storm and sanitary sewer systems, domestic water systems, street cleaning services, fire and police protection services, public transit services, and other public utilities associated with urban areas and normally not associated with rural areas. The following facilities in Lewis County are considered "urban governmental services": (1) Municipal public water and sanitary sewer systems of the nine cities and towns, master planned communities, and planned industrial areas; and (2) Lewis Public Transportation Benefit Area ("Twin Transit").

### **Urban Services**

A differentiation between "rural services" and "urban services" which focused specifically on intensity of uses "historically and typically delivered at an intensity usually found in rural areas" vs. those "at an intensity historically and typically provided in cities" Compare RCW 36.70A.030(16) [rural] with RCW 36.70A.030 (19) [urban].

### **Uses**

"Uses" in rural areas are viewed in the context of commercial, industrial, residential, or resource activity and not a specific business. Land that may have a business supporting logging activity, which changes in response to economic circumstances to a general retail activity, is land that remains in "use" for commercial purposes. Thus, the use of the land has not changed, while the specific business on the site may well change through time.